



City of Seattle

Gregory Nickels, Mayor
Department of Planning and Development
Diane M. Sugimura, Director

**CITY OF SEATTLE
ANALYSIS AND DECISION OF THE DIRECTOR
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT**

Application Number: 2401128
Application Name: Pike Place Market Preservation and Development Authority
Address of Proposal: 1416 Western Avenue

SUMMARY OF PROPOSED ACTION

Master Use Permit for future construction of an addition to the LaSalle Hotel consisting of a 6 story, 25,961 sq. ft. residential structure with 32 low-income senior apartments, 3,301 sq. ft of retail space at ground level, and 4,488 sq. ft. of community center¹. No parking is provided.

The following approvals are required:

Certificate of Approval from Pike Place Market Historical Commission - Section 25.24, Seattle Municipal Code (By the Department of Neighborhoods)

SEPA - to approve, condition or deny pursuant to - Section 25.05, Seattle Municipal Code

SEPA DETERMINATION: ☐ Exempt ☐ DNS ☐ EIS

☒ DNS with conditions

☐ DNS involving non-exempt grading or demolition or involving another agency with jurisdiction.

¹ Original project included a 7th level to include a 3,125 SF restaurant.

BACKGROUND DATA

Site and Vicinity Description

The rectangular shaped 5,280 sf site is located on the east side of Western Avenue, south of the Pike Street Hill-Climb pedestrian bridge. It is bounded by a complex of buildings to the north and east (to the north is the Outlook, Cliff House and LaSalle Hotel buildings, to the east is the Outlook Market building). To the south is Ross Manor, a residential structure. Across Western Avenue are residential and parking structures. The site currently is vacant and provides 15 parking spaces reserved for commercial users. The site is nearly flat.

The subject site is zoned Pike Market Mixed with an 85 foot height limit and overlays of the Pike Place Market Historic Core Area and the Downtown Fire District. (PMM-85, PP, DF).

Proposal

The building proposed consists of a six story mixed-use structure with retail space on the ground floor level, 32 low-income senior residential units on floors 1a, 2, 3, and 5, and a community center for seniors on floor 4. This building will be integrated with the existing Outlook and LaSalle Hotels through the use of common passage ways, entries, and the Outlook Hotel elevator, therefore interior modifications will be made to both of these structures. As part of the re-configuration of the Outlook and LaSalle Hotels, a total of 7 residential units will be removed on floors 3, 4, and 5. The project involves approximately 500 cubic yards of grading.

Public Comment

The two week public comment period for the SEPA component of this proposal ended June 2, 2004. No comments were received during that time. One comment was received after this period concerning the height of the proposed structure and the resultant blockage of views from the Outlook Market building to the east of the site.

Pike Place Market Historical Commission Review

A second public comment period will occur as a part of the Certificate of Approval review before the Pike Place Market Historical Commission. The issue of view blockage raised in the above mentioned public comment will be addressed in the Place Market Historical Commission review process.

In addition to The Pike Place Market Historical Commission review, review for conformance with the City zoning and development standards is required. The project as currently proposed conforms with these standards. Any changes to the proposed plans pertinent to the standards must be re-reviewed and approved by the City before issuance of the associated permit.

ANALYSIS – SEPA

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant, signed and dated March 24, 2004, and annotated by this Department. This information in the checklist, supplemental information provided by the applicant (plans, a transportation analysis dated March 22, 2004, a geo-technical report dated February 26, 2004) and the experience of the lead agency with review of similar projects form the basis for this analysis and decision.

The SEPA Overview Policy (SMC 25.05.665) establishes the relationship between codes, policies, and environmental review. Specific policies for specific elements of the environment, certain neighborhood plans, and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority.

The Overview Policy states in part: “where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation (subject to some limitations).”

Under certain limitations/circumstances (SMC 25.05.665 D 1-7) mitigation can be considered. Thus, a more detailed discussion of some of the impacts is appropriate.

Short-Term Impacts

The following temporary or construction-related impacts are expected: decreased air quality due to suspended particulates from building activities and hydrocarbon emissions from construction vehicles and equipment; increased dust caused by construction activities; potential disturbance to subsurface soils during grading, excavation, and general site work; increased traffic and demand for parking from construction equipment and personnel; conflict with normal pedestrian movement adjacent to the site; increased noise; and consumption of renewable and non-renewable resources. Due to the temporary nature and limited scope of these impacts, they are not considered significant (SMC 25.05.794). Although not significant, these impacts are adverse, and in some cases, mitigation is warranted.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: Stormwater, Grading and Drainage Control Code (grading, site excavation and control of soil erosion through use of best management practices); Street Use Ordinance (watering streets to suppress dust, removal of debris, and obstruction of the pedestrian right-of-way); Building Code (construction measures in general); and the Noise Ordinance (construction noise). Compliance with these applicable codes and ordinances will reduce or eliminate short-term impacts to the environment and, with the exception of construction related noise impacts, they will be sufficient without conditioning pursuant to SEPA policies.

Construction Impacts

Construction traffic during construction will create the potential to adversely affect traffic flows on Western Avenue. Staging areas for construction may be available on the north side of adjacent property to the south (Ross Manor) or may be obtainable under a permit from SDOT. The applicants and their contractor will have to coordinate with SDOT which has approval and permitting authority. Impacts can be adequately mitigated by SDOT's permit review, thus no SEPA conditioning to control construction caused traffic impacts appears warranted.

On street parking in the immediate area is limited but available. There is, however, ample parking available in nearby garages and surface lots as well as under the Alaskan Way Viaduct a block to the west. No SEPA conditioning of construction parking impacts is warranted.

Noise associated with construction of the building could adversely affect surrounding residential uses in the area throughout the duration of construction activities. Due to the proximity of the project site to these residential uses, the limitations of the Noise Ordinance are found to be inadequate to mitigate the potential noise impacts. Pursuant to the SEPA Overview Policy (SMC.25.05.665) and the SEPA Construction Impacts Policy (SMC 25.05.675 B), mitigation is warranted.

General construction activity shall be limited to non-holiday weekdays between 7:30 a.m. and 6:00 p.m. with the following exceptions:

1. To reduce the noise impact of construction on nearby residences, only low noise impact work such as that listed below will be permitted on Saturdays from 9:00 a.m. to 6:00 p.m. and on Sundays from 10:00 a.m. to 6:00 p.m.:
 - Surveying and layout.
 - Testing and tensioning P. T. (post tensioned) cables, requiring only hydraulic equipment (no cable cutting allowed).
 - Other ancillary tasks to construction activities will include site security, surveillance, monitoring, and maintenance of weather protection, water dams and heating equipment.
2. After each floor of the building is enclosed with exterior walls, ceilings, and windows, interior construction on the individual enclosed floors can be done at other times in accordance with the Noise Ordinance. Such construction activities will have a minimal impact on adjacent uses. Restricting the ability to conduct these tasks would extend the construction schedule; thus also the duration of associated noise impacts.
3. DPD recognizes that there may be occasions when critical construction activities could be performed in the evenings and on weekends, which are of an emergency nature or related to issues of safety, or which could substantially shorten the total construction timeframe if

conducted during these hours. Therefore, the hours may be extended and/or specific types of construction activities may be permitted on a case by case basis by approval of the Land Use Planner prior to each occurrence.

As conditioned, noise impacts to nearby uses are considered adequately mitigated.

Long-Term Impacts

Long-term or use related impacts are also anticipated from the proposal and include: views of the Olympic Mountains and/or Elliott Bay will be blocked from the top three floors of the existing Outlook Market building by the addition of the upper stories of the proposed structure, increased demand on public services and utilities; increased energy consumption; increased traffic for the retail space and senior center, increased automobile traffic for the residential uses, and the loss of 15 surface parking spaces. These long-term impacts are not considered significant because they are minor in scope.

Notwithstanding the determination of nonsignificance, the following impacts merit more detailed discussion.

Views

The proposed structure would block existing westward views of the Olympic Mountains and/or Puget Sound from the Outlook Market building.

The SEPA Public View Protection Policy protects views of the Olympic Mountains and Puget Sound from specifically designated public places and roads. The Pike Place Market is not on the list of designated public places. However, the Pike Place Historical Commission Guidelines state that views through or from the market shall not be diminished. The original project proposal included an upper story restaurant space, which has been removed due to the concern with view protection. Any further consideration of view blockage from the Outlook Market building caused by the proposed building will be addressed during the required Pike Place Historical Commission review, therefore no SEPA conditioning is authorized or warranted.

Traffic

Anticipated traffic and parking impacts of the proposed development were disclosed in the March 22, 2004 Traffic and Parking review by Transportation Solutions Inc, (TSI) and contained in the project file.

Traffic. The TSI report states that based on the proposed uses (one floor of retail, a community center for seniors, and low-income residential units), associated user characteristics, and the existing pedestrian and transit oriented urban context it is expected that the proposed structure will generate 11 peak hour vehicle trips per day and will therefore have an insignificant impact on the vicinity streets. Based on this analysis and the experience of the lead agency, no SEPA mitigation is warranted for traffic.

Parking. The site currently provides 15 commercial parking spaces; these will not be replaced as a part of this proposal. The submitted TSI report states that based on the above mentioned user characteristics and non-automobile urban context the anticipated parking demand is expected to be minimal. The previously proposed restaurant and the remaining retail use were expected to produce a peak demand of less than 5 parking spaces. With the removal of the restaurant space this number will be less. The study notes that there are “several hundred on-street parking spaces within reasonable walking distance and over 1,000 public parking stalls available in nearby garages”. Based on the anticipated demand, lost parking, and existing supply of parking the study finds that any parking demand from this project will be accommodated by the available supply in the immediate vicinity. Based on this analysis and the experience of the lead agency, no SEPA mitigation is warranted for parking impacts.

DECISION - SEPA

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the requirement of the State Environmental Policy Act (RCW 43.21.C), including the requirement to inform the public of agency decisions pursuant to SEPA.

- [X] Determination of Non-Significance. This proposal has been determined to not have a significant adverse impact upon the environment. An EIS is not required under RCW 43.21C.030(2)(C).
- [] Determination of Significance. This proposal has or may have a significant adverse impact upon the environment. An EIS is required under RCW 43.21C.030(2)(C).

CONDITIONS - SEPA

1. General construction activity shall be limited to non-holiday weekdays between 7:30 a.m. and 6:00 p.m. Exceptions for low-noise impact activity and emergency situations available pursuant to MUP Decision 2401128 and through the project planner.

Signature: _____ (signature on file) Date: September 16, 2004
Art Pederson, Land Use Planner
Land Use Planner
Land Use Services

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